CHAPTER 1. GENERAL INFORMATION

1. PURPOSE. The purpose of a State and Regional Disaster Airlift (SARDA) Plan is to provide the Governor of the State and the State aviation office or emergency management organization[1] with a means to access and utilize a broad range of aviation resources within the State, when needed to support civil emergency operations. This document is advisory in nature and is intended to provide a planning tool to assist State emergency planners. It is fully recognized that every State has distinctive and unique requirements that may warrant modifications to the model and advice presented herein.

2. CANCELLATION. Advisory Circular (AC) 00-7C dated April 14, 1995, State and Regional Disaster Airlift Planning, is canceled. Additionally, AC 00-32A dated March 18, 1987, Civil Air Patrol and State and Regional Disaster Airlift Relationships, and the attached memorandum of understanding between Federal Aviation Administration (FAA), Department of Transportation (DOT), and Civil Air Patrol (CAP) are canceled.

3. BACKGROUND. The FAA, at the direction of the Secretary of Transportation, is responsible for assisting the States by providing advisory guidance for the development of plans for the effective utilization of aviation resources during emergencies. Emergencies may be natural disasters, man-made disasters, or disasters related to the national defense.

4. OBJECTIVE. The objective is to ensure the availability and effective use of aviation resources in support of survival and recovery operations during emergencies within each State or

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[1] In this advisory circular, the FAA does not recommend whether the State aviation office or emergency management office should coordinate SARDA activities. It also recognizes that States differ in titles they use to designate their aviation offices and emergency management organizations. Common titles for these offices include State Aviation Division, Aeronautics Division, Office of Emergency Management, State Emergency Management Agency, State Office of Civil Defense, State Office of Disaster Services, etc. This document uses the generic term "State aviation office or emergency management organization" to designate the entity that plans the interface and management of aviation resources in response to emergencies. Furthermore, the term "State" includes States, Washington, D.C., and the territories and possessions of the United States.

region. This will be accomplished by providing adequate organization at the State and local level to accept missions, assign priorities, allocate aircraft and resources, and direct activities consistent with other available modes of transportation. Such organization must function within the framework of applicable rules and regulations promulgated by DOT, FAA, Department of Defense (DoD), Federal Emergency Management Agency (FEMA), Federal Communications Commission (FCC), other Federal agencies, and the State.

5. SCOPE. Statewide aviation resources may be needed to support civil emergency operations in the following situations:

a. A Peacetime Disaster that may include a catastrophic natural disaster or man-made emergency that threatens the safety and survival of citizens of the State. This includes the effects of a tornado, hurricane or tsunami, earthquake, large-scale fire, nuclear power plant incident, or other catastrophe.

b. A National Security Emergency that includes an attack upon the United States and the coincident restrictions on air operations imposed by the North American Aerospace Defense Command (NORAD) within the continental United States (CONUS).

6. ASSUMPTIONS.

a. Adequate aviation assets (aircraft, crews, airports, servicing facilities, etc.) will be available to support catastrophic disaster response operations.

b. SARDA resources may include aircraft and resources owned, chartered, or leased by the State and local governments, the National Guard, the Federal Government to include the Department of Defense and U.S. Coast Guard (under certain conditions), commercial operators, and assets made available by private aircraft owners, corporations, private and public airfield owners or operators, resources of the Civil Air Patrol (CAP), and other volunteers.

c. State government is responsible for planning, organizing, directing, managing, and controlling SARDA operations prior to activation of the Federal Response Plan (FRP). After activation of the FRP, States must contact the Federal Coordinating Officer (FCO) and then coordinate missions closely with Emergency Support Function No. 1 (ESF #1), Transportation, at the Disaster Field Office (DFO). After the FRP is activated, Federal assets will not be available to State mission planners without processing requests through ESF #1.

d. The State aviation office or emergency management organization is an appropriate entity through which State leadership acts to initiate, coordinate, and direct SARDA

disaster operations which exceed the capability of the local government.

e. Some State governments may desire to utilize only State-owned and/or controlled assets for SARDA, i.e., National Guard and State-owned aircraft, while in many States the CAP has SARDA experience as well as emergency communications capabilities. Therefore, the State may wish to use CAP to help coordinate civil aviation resources in support of disaster operations. If CAP is tasked for this coordination, CAP would still be under State direction and supervision.

7. DIRECTION AND CONTROL.

a. The Governor of a State has overall responsibility for the safety of the citizens and, thus, has overall responsibility to initiate and manage emergency operations when disasters exceed the capability of local government. The Governor, through the State aviation office or emergency management organization, may activate any or all parts of the State SARDA Plan in support of recovery operations following, or in anticipation of, a catastrophic disaster or major emergency.

b. The State SARDA Director may be designated by the Governor. The SARDA Director may be a senior official from the State aviation office or emergency management organization or other senior State official. In States utilizing the Incident Command System (ICS), the Air Operations Branch Director takes the place of a SARDA Director.

c. SARDA operations should be activated and deactivated by the Governor, through the State SARDA Director, by written or verbal directive to the senior State official responsible for State emergency operations.

d. SARDA planning should be fostered and coordinated by the director of the State aviation office or emergency management organization. The SARDA Plan should be a joint effort of these organizations with their planners developing and coordinating the SARDA Plan with the participation of the plan participants. As plans are developed, State planners should also consider situations that begin as a local emergency and then expand to require State-level coordination. Still further, the emergency could expand to entail an activation of the FRP and Federal assistance. The SARDA plan should provide a seamless transition to escalate the level of response required by a disaster effectively.

e. Once a SARDA Plan has been developed, coordinated, refined, and approved, the plan needs to be exercised on a recurring basis. A multi-year plan for testing the SARDA Plan should be developed to ensure that all elements of the plan,

including alerting, deployment, support arrangements at designated airports, and communications systems, are functional.

f. It is recommended that a full-scale exercise of a SARDA Plan be conducted at least every other year. Communications tests should be conducted at least annually. Alert lists and alerting procedures should be tested at least one or two times per year and updated at least annually. The SARDA Plan should be revised and updated as necessary.

8. CONCEPT OF OPERATIONS FOR A SARDA PLAN.

a. SARDA plans should describe how the State will directly mobilize aviation assets during an emergency, and how the State will then interface with the Disaster Field Office, and particularly ESF #1, after activation of the FRP. It is critical for the State Coordinating Officer (SCO), or other State liaison with the DFO, to be sure the FCO and ESF #1 fully understand the State's requirements and priorities. If the State emergency management function emulates the Emergency Support Functions of the FRP, then the interface between the State ESF #1 and SARDA management officials should be described in State emergency documents.

b. Many States utilize the ICS for disaster response operations, and this system includes an organizational position for Air Operations (AO). The provisions in these guidelines are intended to incorporate aviation assets into existing plans or into new plans as they are being developed. In municipalities that utilize the ICS, the Incident Commander (IC) is the individual in charge of implementing the emergency operations plan.

c. The general concept of a State and Regional Disaster Airlift Plan is that with advance preparation and planning, at least a portion of existing aviation resources in a State can be protected from disaster or wartime damage to ensure that aircraft and aircrew are available to support emergency operations as needed. This may mean staging aircraft and aircrew out of predicted damage areas to safer locations before disaster impact, to maximize survival of aviation resources and to prepare them for immediate operations after disaster strikes.

d. For the purpose of this SARDA Plan concept, figure 1, on page 9, depicts a notional State that is divided into four areas for operational control. The number and geographical distribution of these operational Operating Areas is made so as to divide the State into manageable operational areas that, where possible, coincide with operating areas of other State entities, such as the State police or highway departments. In the example shown in figure 1, on page 9, an interstate highway provides a convenient dividing line east-west, and a major river divides the State north-south. These features provide an easy ground

reference during flight operations to determine the limits of the operating areas. Smaller States, and/or small scale operations, may not require geographical divisions. State emergency management organizations should consider the best plan for their particular situations.

e. Within each Operating Area, a primary airport is designated that can provide safe haven and support for responding aircraft and aircrew and serve as a mobilization center for supporting resources.

f. States that have developed State Emergency Support Functions, patterned after the Federal Response Plan, should provide interface between the State Transportation ESF and the SARDA Director. Standard operating procedures should clearly define the interrelationship between the SARDA Director, the State Transportation ESF, and area coordinators. Procedures should also clearly delineate the process whereby the Transportation ESF representative is notified of impacts to the aeronautical infrastructure. Additionally, the mechanism for the State Transportation ESF representative to assign mission taskings for SARDA operations needs to be documented and understood by all supporting aviation organizations, i.e., Air National Guard, CAP, etc.

g. In case of a natural disaster, an emergency within a State, or a National Security Emergency, the State aviation office or emergency management organization is responsible for activating SARDA if needed. When SARDA is activated, the State aeronautical agency should immediately notify its SARDA airports that SARDA is in effect. The State aeronautical agency should also notify the appropriate FAA regional operations center (ROC) to allow for notification through the FAA region to the appropriate flight standards district office (FSDO), automated flight service station (AFSS), and DOT emergency organization.

h. An area coordinator may be designated for each operating area and assigned to direct operations out of the primary airport. The area coordinator is responsible to the SARDA Director or Deputy SARDA Director and may receive taskings from the State Transportation ESF. The area coordinator is responsible for all SARDA operations within the assigned operating area.

i. In the example depicted in figure 1, on page 9, airport A-1 in operating area A may be designated a primary airport, because it is located away from flood-prone areas along Big River, and outside a potential damage zone in the metropolitan area. Likewise, airports C-2, B-1, and D-3 may serve as primary airports for their respective areas. If a safe airport is not available within an operating area, an airport

outside the area may be used for flight operations, until conditions permit a return to the task area.

j. The mission-base airport may be selected because of its proximity to the State emergency operations activities and to ensure appropriate communications and support capabilities necessary to support centralized control of Statewide SARDA operations.

k. The SARDA Plan may be activated ahead of a disaster or soon after it occurs. At the time an alert is issued, or as soon thereafter as possible, area coordinators should issue specific instructions to activated aircrew for reporting.

l. Once in place and operational, the area coordinators should report on the readiness condition and capabilities of resources in their operating area to the Deputy SARDA Director at the mission base by the most expedient means. The primary means of communications may be via telephone, the State's communication system, or the CAP Wingwide high frequency radio net with VHF, or any other means available as backup.

m. Tasking of SARDA resources may begin very early following disaster impact to determine rapidly the level of response requested and the urgency. Mission assignments will normally be made by the State aviation office or emergency management organization. Damage reports will normally be provided directly to the State aviation office or emergency management organization for distribution.

n. Funding will be in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended). When the State tasks the SARDA resources or the CAP directly, any reimbursement would be from State funds unless the State has arranged for a Federal request for the mission and has received a Mission Assignment Number from the FEMA ROC or the DFO. In this case, the reimbursement will normally be 75 percent Federal and 25 percent State funds. In certain circumstances, the funding ratio may vary but, in any event, will not be less than 75 percent Federal if a Federal Mission Assignment Number is provided. If the request for a mission is originated by FEMA, through the ROC or the Emergency Support Team (EST), ESF #5 at FEMA headquarters, Washington, D.C., reimbursement will normally be 100 percent Federal.

o. In large-scale disasters, when immediate damage assessments are needed, Federal mission assignments may be made directly to the CAP through the Air Force National Security Emergency Preparedness Office (AFNSEP), Fort McPherson, Georgia. Reporting channels will continue direct to the State aviation office or emergency management organization, which will forward damage assessments to the appropriate Federal entity (usually FEMA). In some cases, FEMA may ask that damage reports be

provided directly to its Emergency Support Team in Washington, D.C., through the appropriate FEMA Regional Operating Center, at the same time damage reports are made to the State. In these cases, instructions will be provided at the time of mission tasking. In all cases, the State will be kept informed of these arrangements, and States will receive simultaneous damage reports.

p. SARDA operations may include the following activities:

- rapid damage assessment flights;
- critical human needs assessment;
- continuing indepth damage assessment overflights;
- movement of disaster specialists, such as public safety personnel, police, firefighters, emergency management personnel, and emergency workers;
- transportation of critical items, such as urban search and rescue teams and specialized equipment;
- aerial radiological monitoring flights;
- rapid transport of data, material, and reports;
- search and rescue;
- communications relay assistance;
- air support to satisfy essential priority commercial, corporate, industrial, health and welfare, and agricultural requirements in emergency survival and recovery operations;
- transportation of medical teams and supplies;
- transportation of patients;
- deployment of State, Federal, and local disaster response personnel;
- emergency evacuation to include high rise building fires;
- airborne command and control
- monitoring of Temporary Flight Restrictions (TFR);
- security and crowd control;
- VIP tours;
- hazardous materials operations; and
- pipeline and power line patrol.

q. As the requirement for SARDA resources decreases in the recovery phase of the disaster, the area coordinator, in consultation with the SARDA Director, incident commander, and the State Transportation ESF, can deactivate and release mobilized resources in an orderly manner. The SARDA Director should coordinate deactivation of SARDA resources with the State aviation office or emergency management organization personnel.

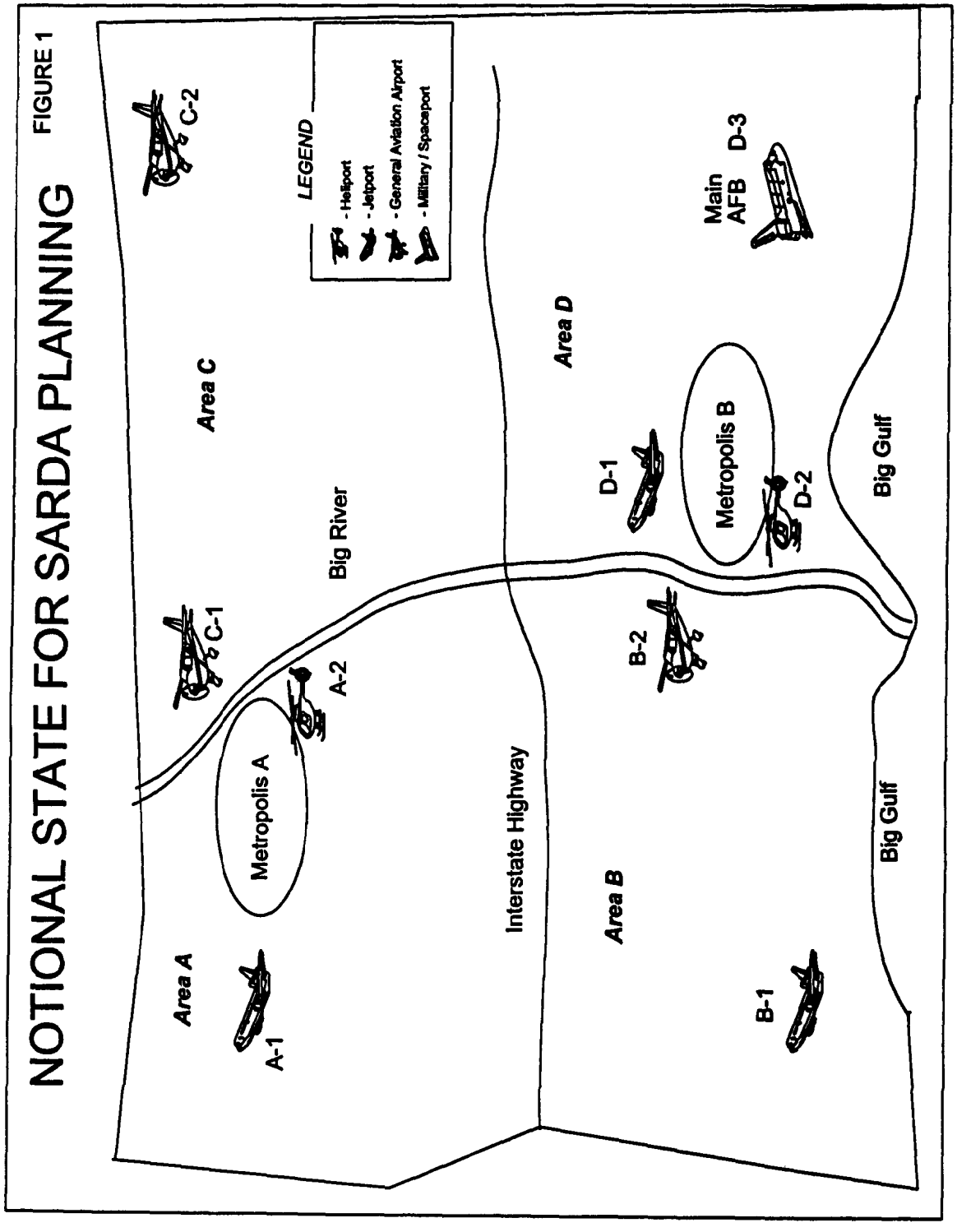
r. As SARDA resources are deactivated and released, the area coordinator should ensure that all paperwork and administrative requirements are completed to ensure that appropriate participating elements are properly reimbursed and official

record is maintained of their participation and contributions. Copies of all such records and reports should be provided to the Deputy SARDA Director for retention as part of the historical record of the SARDA response.

s. Finally, a post-disaster review of the SARDA operation should be conducted by appropriate planners from the State aviation office or emergency management organization to determine where the SARDA Plan can be improved.

9.- 20. RESERVED.

FIGURE 1


NOTIONAL STATE FOR SARDA PLANNING
LEGEND
- Heliport
- Jetport
- General Aviation Airport
- Military / Spaceport
Area A
Area B
Area C
Area D
Metropolis A
Metropolis B
Big River
Interstate Highway
Big Gulf
Big Gulf
Main AFB
A-1
A-2
B-1
B-2
C-1
C-2
D-1
D-2
D-3

CHAPTER 2. RESPONSIBILITIES

21. OFFICE OF EMERGENCY TRANSPORTATION (OET). The Office of Emergency Transportation, within the Department of Transportation's Research and Special Programs Administration, performs secretarial crisis management functions for multimodal transportation emergencies caused by natural disasters, technological accidents, labor strikes, and national security situations. OET is the single departmental office with executive agent responsibilities for planning, coordinating, directing, and managing civil transportation response operations. During a natural disaster emergency, OET works directly with FEMA to coordinate the transportation element, ESF #1, of the Federal Response Plan (FRP).

22. FEDERAL AVIATION ADMINISTRATION.

a. FAA is primarily responsible for providing advisory planning guidance for SARDA at State, regional, and national levels for the utilization of primarily general aviation aircraft during an emergency. The FAA does not develop or implement SARDA plans or direct SARDA flight operations. These are State functions. The FAA's Emergency Operations Staff facilitates the development of State SARDA plans that are consistent with those of other States and Federal emergency planning guidance. The Emergency Operations Staff helps to ensure that regional, State, and local emergency plans are practical, from an operational viewpoint, and responsive to essential demands which may be anticipated. Following a National Security Emergency, FAA is the claimant agency requesting support resources for general aviation aircraft, their support facilities, and civil airports in accordance with DOT Orders 1900.8 and 1940.1A. During a National Security Emergency, States should request the FAA FSDO to relay its claimancy support requests to the FAA Emergency Operations staff in Washington, D.C. Any items procured with claimancy support would be at market value. During a natural or technological disaster, States requesting resource support for civil aviation should go directly to the FCO who will assign ESF #1 at the DFO.

b. Numerous FAA offices can provide support to the State, either during the preplanning process and/or when questions arise during the emergency response phase.

(1) The regional Emergency Operations staff can provide points of contact within the regional FAA office for divisions, such as Flight Standards, Air Traffic, Airports, and Airway Facilities. Appendix 1 lists headquarters and regional Emergency Operations staff offices.

(2) The FSDO can provide advice during the SARDA plan development, provide increased flight operations surveillance during SARDA operations, investigate complaints and violations of the Federal Aviation Regulations, and provide claimancy support during national security emergencies. Claimancy requests that cannot be satisfied at the regional level can immediately be forwarded to FAA headquarters via the FAA ROC. FSDO's are listed in appendix 2.

(3) The direct link between FAA and the States exercising SARDA plans is the appropriate automated flight service station (AFSS) for air traffic support. Appendix 3 lists AFSS's.

(4) The FAA regional Airports Division can provide advisory guidance concerning airport operations.

(5) FAA Airway Facilities personnel restore items, such as radars, navigation aids, and airport landing and lighting systems after a disaster.

(6) The FAA headquarters Emergency Operations staff is available to provide overall advisory planning guidance for State personnel. Additionally, in a national emergency, the DOT Regional Emergency Organization offices will be activated to provide Federal policy guidance.

c. Air traffic control services will be provided in accordance with normal FAA procedures for such services and with the terms and conditions of any TFR that may be ordered by the Administrator under Section 91.137 of the Federal Aviation Regulations (FAR) or, in the case of Hawaii, under either Section 91.137 or Section 91.138 of the FAR, as appropriate. A TFR may include a flight restriction for certain airspace. TFR's are issued to protect persons and property, provide a safe environment for disaster relief aircraft, and prevent an unsafe congestion of sightseeing aircraft above the area. Air traffic facilities shall coordinate their efforts to the maximum extent possible in rendering assistance to the agency and pilots conducting relief operations and to the official in charge (OIC) of emergency response activities. The air route traffic control center (ARTCC) shall designate the AFSS nearest the incident site to issue Notices to Airmen (NOTAM) and forward appropriate information to the AFSS for NOTAM dissemination. If a large area is involved, such as one which might be caused by a flood or hurricane, the AFSS should be the one nearest the emergency control operations base or the AFSS at the ARTCC location, whichever is more appropriate. When FAA communications assistance is required, the AFSS shall function as the primary communications facility for coordination between emergency control authorities and the affected aircraft. The ARTCC shall act as liaison between the emergency control authorities and the

designated AFSS, if adequate communications cannot be established between them.

d. A person should seek authority for a flight in an area subject to a TFR in accordance with the requirements of Sections 91.137 and 91.138 of the FAR and any procedures established by air traffic control or the OIC. The OIC may grant authorizations to conduct flight operations within the airspace subject to a TFR, following communication with the air traffic facility tasked with responsibility for the airspace. When exercising the authority of Section 137(b) to permit flight operations within the airspace subject to a temporary flight restriction, the following priorities of flights are recommended for consideration by the OIC:

(1) Emergency flights providing search and rescue services for persons and/or property;

(2) Medical evacuation flights by hospitals and air ambulance services, or other civil or public aircraft providing such services;

(3) Reconnaissance and damage assessment flights by authorized persons using civil or public aircraft;

(4) Utility company flights, such as power line, pipe line, and telephone line patrols;

(5) News media flights that can be accommodated without interfering with emergency response operations; and

(6) Other civil or public aircraft that can be accommodated without interfering with emergency response operations.

e. The OIC designated under Sections 91.137 or 91.138 of the FAR may be a Federal or State agency or official, including a law enforcement agency or official. The OIC should maintain a record of all authorizations, including all pertinent terms and conditions, granted by the OIC to persons to conduct flight operations within airspace subject to a temporary flight authorization. Notification and coordination of temporary flight restrictions with air traffic control (ATC) facilities and organizations will be in accordance with FAA Notice 7210.453, Processing Restrictions in the National Airspace System. The OIC should forward daily information concerning apparent violations of the temporary flight restrictions or authorizations to operate into the restricted airspace, and other flight safety concerns, to the nearest FSDO for appropriate action.

f. Additional information regarding TFR's is available in FAA Advisory Circular 91-63B, "Temporary Flight Restrictions."

g. If a disaster occurs within a published Prohibited Area or Restricted Area, additional coordination is needed for essential aviation relief operations.

(1) Relief flights within a Prohibited Area require written authorization by FAA headquarters, Air Traffic Operations (ATO-130).

(2) Relief flights within an active Restricted Area require authorization from the Restricted Area's controlling agency.

23. FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA).

a. FEMA is responsible for providing a system of civil preparedness for the protection of life and property in the United States. FEMA develops and administers the overall national civil preparedness program. In attaining its objectives, FEMA works closely with Federal, State, and local governments to assist in developing their capability for taking effective action in an emergency.

b. Part of FEMA's planning is to assist State and local governments in utilizing SARDA effectively in an emergency. States should plan for the emergency use of resources to perform civil emergency flight missions. FEMA's requirement for early damage assessment following a major hurricane, earthquake, tornado, or other catastrophe and for aerial radiological monitoring in a National Security Emergency may require the support of SARDA crews and assets on a time-critical basis.

c. FEMA has assisted States and local governments in developing and maintaining a radiological protection program. This program is necessary to provide each jurisdiction with the plans, procedures, instrumentation, facilities, and trained personnel that, when thoroughly integrated, yield a complete operational capability that can be applied to minimize the effects of the radiation hazard in the event of an attack or major technological disaster. Through the States, FEMA has provided for the distribution and maintenance of radiological instrumentation and has provided training for CAP and other personnel to monitor and assess the radiation hazard produced by radioactive fallout.

d. FEMA and FAA have continuing responsibilities to assist the States in the development of plans and emergency response capabilities. The Regional Emergency Transportation Coordinator (RETCO) can provide Federal DOT policy guidance.

e. FEMA has developed the FRP. The FRP establishes the mechanism for fulfilling the Federal Government's role in providing response and recovery assistance to a State and its affected local governments impacted by a catastrophic disaster

that is beyond the response capability of the State and/or local government(s). The FRP is used by Federal departments and agencies to coordinate and deliver disaster response and recovery resources following a Presidential declaration of a major disaster. The FRP supports delivery of assistance under Public Law (P.L.) 93-288.

f. When a DFO is established, a Joint Information Center (JIC) is part of the DFO, and all public information releases will be coordinated through that center. Within the function of airlift operations, information for the public regarding the operation and/or requests through the media for assistance should be coordinated through the JIC.

24. UNITED STATES COAST GUARD (USCG). The USCG, as the Nation's primary maritime operating agency, is responsible for activities on coastal and offshore waters and on many inland waterways. Its responsibilities are divided into several areas: 1) a maritime safety role--saving lives and property at sea (as defined in the National Search and Rescue (SAR) Manual); 2) a marine environmental protection role--protecting the marine environment; 3) a maritime law enforcement role--enforcing Federal laws and treaties; and 4) a national defense role--conducting military operations.

25. STATE RESPONSIBILITY. States should develop detailed operational plans for emergency utilization of aviation resources. A major objective is to ensure that States have available the necessary aviation support to provide for the State's emergency response in a disaster.

26. ARMY AND AIR NATIONAL GUARD: The National Guard has dual missions to support U.S. military objectives and to support the Governor of the State by providing trained personnel and unit equipment capable of deploying to protect life and property, and maintain peace, order, and public safety. The National Guard represents the Governor's first line of military response to support domestic emergencies. They provide an organized and trained force that provide the executive of each State with a diverse response capability. As per DoD 3025.1, Military Support to Civil Authorities, "DoD planning recognizes Army and Air National Guard forces, acting under State orders, (i.e. not in Federal service), have primary responsibility for providing military assistance to State and local government agencies in civil emergencies."

27. CIVIL AIR PATROL (CAP). The CAP is a civilian auxiliary of the United States Air Force. It is an instrument of the Federal Government while engaged in approved Air Force missions. CAP can offer several major services to the States and to the Air Force, in its capacity as an official auxiliary to the United States

Air Force. These include emergency services, aerospace education, training, and communications. State SARDA planners and CAP officials are encouraged to enter into formal arrangements to enhance the use of aviation resources during emergencies.

a. To ensure the most efficient use of all general aviation resources in time of emergency, some States may consider incorporating the CAP organization as an integral part of the SARDA organization. However, the CAP would retain its identity as an organizational unit from the State level down through the local level. In this case, overall direction and support of CAP activities, through the CAP Wing Commander, by the State SARDA Director is essential if all State aviation resources are to be used as a coordinated whole. The CAP Wing Commander and headquarters organization would retain overall supervision over CAP subordinate units. This arrangement provides the SARDA Director with CAP staff experience without disrupting the CAP organization, and the State still directs the operation.

b. In many instances, it would be appropriate for key civil preparedness personnel from emergency response aviation organizations, such as CAP, to serve in SARDA staff positions. Personnel from emergency response aviation organizations may be the best qualified persons available to fill SARDA positions. In serving these functions, they would be able to assist in coordinating assignment of missions considering the availability of specialized skills and training of both their aviation organization and unaffiliated pilots.

28. - 30. RESERVED.

CHAPTER 3. AVIATION RESOURCES

31. AVIATION ASSETS: State planners have a large variety of aviation assets at their disposal and consideration should be made far in advance of an emergency to integrate resources into an effective aviation response strategy. State plans should address what resources are available for various missions and provide information specifically addressing how to contact and obtain all available resources on an as needed basis.

32. STATE RESOURCES: State aviation resources differ widely from State to State, but the advantages of integrating State assets into disaster response airlift operations are constant. State assets are readily available, economical (compared to commercial operators), and serve the State's existing command and control structure. Careful preplanning can integrate State aviation assets into an operational plan that ensures a rapid and effective utilization of available resources.

33. ARMY AND AIR NATIONAL GUARD: National Guard assets differ greatly from State to State. Depending upon the specific assets and aircrew training, the National Guard may be utilized in the following missions:

- o Rapid response life saving operations;
- o Law enforcement and security;
- o Search and rescue;
- o Command and control;
- o Communications assistance;
- o Major logistical movements;
- o Medivac;
- o Damage assessment;
- o Night operations;
- o Transportation of critical personnel and equipment;
- o Fire suppression; and
- o VIP tours.

34. DEPARTMENT OF DEFENSE (DoD): Military installations within the State provide other possible resources. Although it may not be possible to plan on military airlift resources always being available for a domestic emergency, State planners should be aware of the military aircraft that are based within the State. DoD resources are generally only used when State and local assets are overwhelmed. At this time, they will support the lead Federal agency, normally FEMA, upon activation of the Federal Response Plan. Nevertheless, municipalities and States may wish to pursue letters of agreement (LOA) with military units to support one another during domestic emergencies. Generally, these will already exist at military airfields and provide a mechanism for mutual firefighting support as a minimum. Military commanders have authority to take immediate action to 1) save lives, 2) prevent human suffering, and 3) mitigate great property

damage. MOA's with DoD elements can often provide DoD asset support in emergencies less than that required for an FRP activation. However, State planners need to understand (and the MOA should clearly indicate) that once there is a Presidential declaration of an emergency, and the FRP is implemented, all Federal support, including DoD installation support, will be coordinated through the Federal lead agency, normally FEMA. Therefore, State officials will need to coordinate through the FCO to obtain DoD assistance after the FRP is activated. The Defense Coordinating Officer (DCO) at the DFO responds to the FCO and serves to interface between military and other Federal, State, and local agencies. The DCO receives and validates requests from ESF's and can request support from other ESF's. The DCO coordinates all DoD support after FRP activation.

35. UNITED STATES COAST GUARD (USCG). By statute, Federal departments and agencies have first priority in requesting USCG assistance; however, assistance may be made available to State and local governments. Requests for assistance (regular, reserve, or auxiliary personnel; air or surface assets) should be directed to the Coast Guard District Office responsible for the geographical area requiring assistance. State and local officials are encouraged to coordinate response planning with appropriate Coast Guard authorities to enhance the use of available resources during emergency conditions. A directory of Coast Guard District Offices is in appendix 5.

36. CIVIL AIR PATROL (CAP).

a. Individual States will determine to what extent they desire to request CAP assistance. The CAP is an organization of trained volunteers capable of conducting emergency operations during peacetime and in time of national emergency. It has performed numerous services to minimize the effects of natural disasters and has conducted innumerable search and rescue missions to aid persons in distress. In time of national emergency, in addition to the tasks requested by the USAF, the CAP can be employed to support civil disaster operations in any type of emergency and may assist State and Federal authorities with recovery and reconstitution activities.

b. The prime objective of CAP SARDA support activities is to assist appropriate civil authorities to minimize the effects of a disaster of any type. Such response activities are intended to save lives and preserve the welfare of the local populace and to provide essential communications for reestablishment of Government control.

c. There are many other civil support missions that may be accomplished by the CAP, such as: aerial radiological monitoring; monitoring of surface traffic; light transport flight for emergency movement of personnel and supplies; aerial damage assessment; search and rescue; and communications support during

emergencies resulting from floods, storms, drought, fire, earthquakes, or similar catastrophes.

d. During peacetime, States have the option to call upon CAP units to perform missions under the following circumstances:

(1) When the State and CAP Wing officials agree that a training mission is appropriate, the CAP Wing will initiate a request for the training through the CAP Wing Liaison Officer through the CAP-USAF Liaison Region to CAP-USAF headquarters in order to receive a mission authorization. If a mission authorization is granted, the CAP Wing should coordinate with the State aviation office or emergency management organization and the CAP Wing Liaison Officer in the preparation, conduct, and evaluation of the training.

(2) When a major disaster has occurred, or is anticipated, CAP assistance may be requested for high priority services whether or not a disaster declaration has been requested by the State or issued by the President. For example, a request for aerial reconnaissance may be approved in anticipation of a Presidential declaration and does not need to wait until the President has approved the declaration. Also, services to effect life-saving or mitigation of serious property damage or loss may also be factors in approving a request for a SARDA mission. When a State requires CAP or other SARDA resources for such purposes, two request procedures apply, depending on whether or not a DFO has been established in the disaster area.

(3) Figure 2, on page 23, outlines the request procedures for the period prior to establishment of a DFO near a disaster area. For CAP or other SARDA resource support to be federally funded, a State should initiate a request through the Advance Element of a FEMA Emergency Response Team (ERT-A). A representative of the ERT-A is normally deployed to the State Emergency Operations Center (EOC) at the earliest indication of a major disaster and would be available to expedite a request for support. The ERT-A will coordinate a mission request to the FEMA ROC.

(a) If the mission is approved at the ROC, a mission assignment number will be provided by the FEMA Regional Director or the Federal Coordinating Officer if one has been appointed. If the mission is for non-CAP SARDA aviation resources, approval will be passed directly back to the ERT-A representative in the State EOC with a mission assignment number for execution by non-CAP SARDA resources.

(b) If the mission is for CAP, the request will be forwarded through the DoD Liaison (or the Defense Coordinating Officer [DCO] if present) who will pass it to the Continental U.S. Army (CONUSA). The CONUSA will route the request to Forces

Command (FORSCOM) who can pass it to the Air Force National Security Emergency Preparedness (AFNSEP) Office at Fort McPherson, Georgia, if CAP is the appropriate DoD resource. AFNSEP will pass the mission assignment to the CAP Wing Commander for the appropriate State for action. If the request is for aerial reconnaissance services, the product should be provided to both the State EOC and to the FEMA ROC on an expedited basis.

(4) Figure 3, on page 24, outlines the request procedure after a DFO has been established in the disaster area. In this case, the State aviation office or emergency management organization should pass its requirements for CAP or other SARDA resources to the State Coordinating Officer (SCO). If approved, the SCO will pass the request to the FCO in charge of the DFO. The FCO may approve the request and pass it to the DCO with a mission assignment number. The DCO will forward the request to the appropriate CONUSA who will forward it to FORSCOM. FORSCOM can select from a number of DoD resources to accomplish the mission, including CAP. FORSCOM may elect to pass the requirement to AFNSEP who will forward the mission to the CAP Wing Commander of the appropriate State. If the request is for aerial reconnaissance services, the reconnaissance products should be provided to both the State EOC and to the DFO ESF #5, (Information and Planning Section) as soon as possible.

(5) Figure 4, on page 25, outlines the procedure for requesting CAP services in the situation where no activation of the SARDA plan has occurred, but an imminently serious emergency is anticipated or in progress. State or local officials may forward requests for CAP assistance directly to the AFNSEP Office. If the request meets the criteria contained in DODD 3025.1, "Military Support to Civil Authority," and Air Force Instruction 10-802, "Air Force Support of Civil Authorities," it may be approved and passed to the CAP Wing Commander of the appropriate State for action. When CAP resources are needed to save lives, prevent suffering, or mitigate property loss, that should be included in the request language. If the request is not approvable under DODD 3025.1, then the State may task the CAP Wing Commander directly. If AFNSEP is not able to approve, the State can still utilize CAP under an Air Force-approved mission status if the requested mission is covered under an MOU that has been pre-approved by HQ CAP-USAF. If the requested mission is not listed or if a pre-approved MOU is not in place, the State may still request an Air Force-approved mission from the HQ CAP-USAF. In most cases, the State will be responsible to pay CAP mission costs. The only exception would be if a Federal agency like FEMA agrees in advance to pay mission costs. CAP Tempest Rapid reporting will be initiated by the responding CAP unit for all missions assigned by AFNSEP.

e. Requests for CAP assistance during a natural disaster should indicate:

(1) A date/time group for starting the mission.

(2) Specific information on the mission to be performed. A special format will be developed for reconnaissance/damage assessments.

(3) The designation of the CAP unit or units to perform the missions.

(4) A time limit for the duration of the mission.

f. Upon declaration of a national civil defense emergency, a USAF mission number will not be required for CAP support to civil preparedness emergency operations. If the State desires CAP support, the CAP Wing staff, operating at the State level, will receive mission requests from the State civil preparedness office usually through the State Director of SARDA. These missions will then be assigned to subordinate CAP units as appropriate. Local CAP units will respond to mission requests from the State Governor only after approval by the Wing/State staff. Local CAP units may, however, respond to local government requirements if, or when, communications with the Wing/State staff have been disrupted. Military operational missions will normally have first priority for CAP resources. Air Force requirements for CAP support will normally be routed through the Air Force Emergency Preparedness Liaison Officer at the State Area Command (STARC).

g. CAP procedures provide that the CAP Wing Commander furnish a roster of personnel through which the CAP can be contacted for emergency services assistance. This list is sent to the applicable Director of the State aviation office or emergency management organization, to the appropriate FEMA Regional Director listed in appendix 4, the AFNSEP Office, and to other interested agencies that may desire CAP services. This list is updated and redistributed as changes occur, but will be updated semiannually as a minimum.

h. When a request for assistance has been received and the decision has been made for CAP to assist, personnel will be alerted in accordance with established alerting procedures. If the State is utilizing CAP, a CAP representative, as a minimum, should be collocated with the State aviation office or emergency management organization in order to facilitate the organizational interfaces.

37. COMMERCIAL OPERATORS: State planners should be knowledgeable of commercial aircraft operators operating within the State with equipment, inclusive of large jet aircraft, turboprops, piston engine, and helicopters. Air carriers can provide extensive resource support for a wide variety of airlift

missions. State officials chartering airlift need authority to commit State funds.

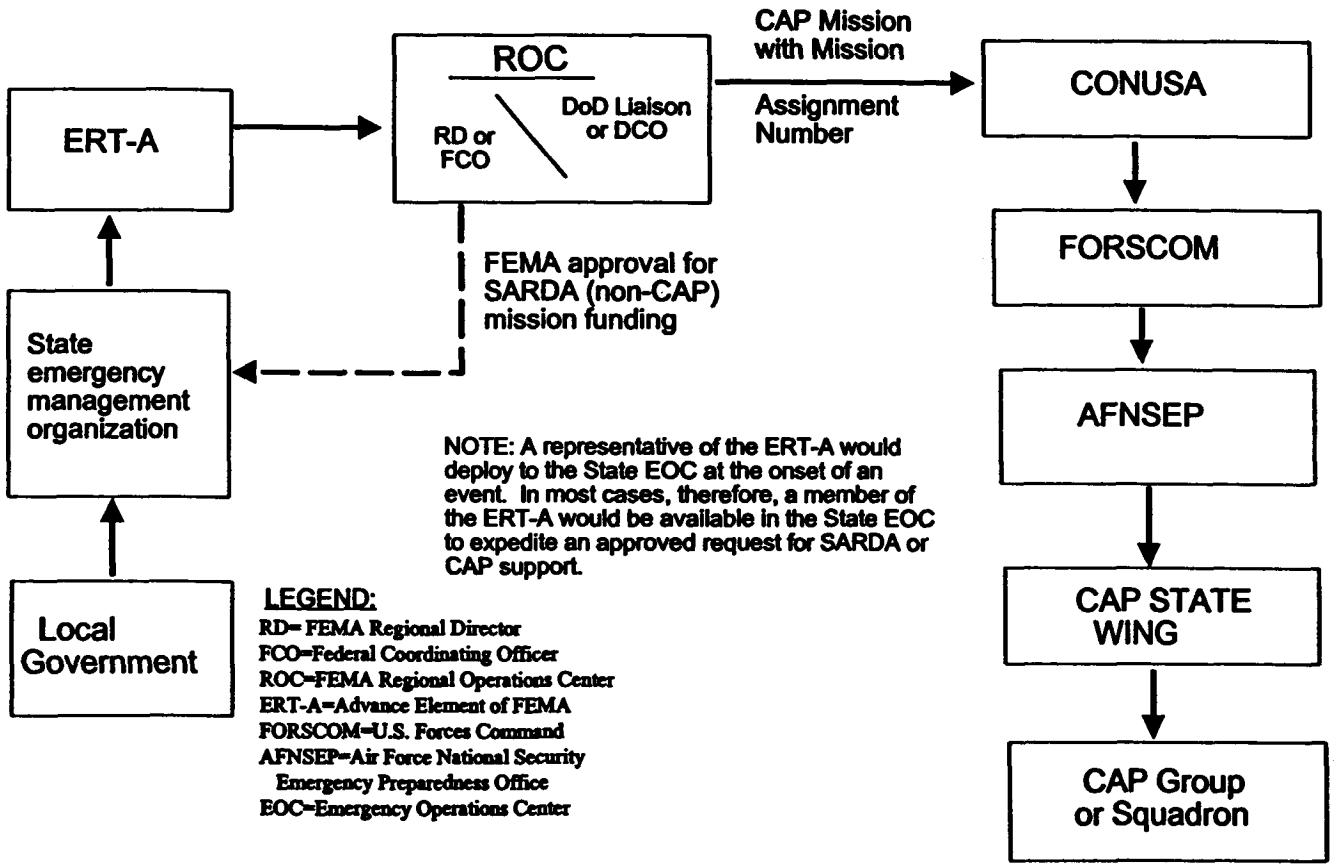
38. HELICOPTER ASSETS. An important component of SARDA is the helicopter assets available within the State or region. Communication and coordination with emergency medical service (EMS) helicopter operators and noncommercial helicopter pilots should be part of emergency preparedness planning. State emergency preparedness officials should have a thorough and realistic understanding of helicopter capabilities in order to plan for their effective use. Helicopter crews can provide unique capabilities to assist in search and rescue, emergency evacuation, airborne control and damage assessment, aerial radiological monitoring, the transportation of medical teams, trauma patients, and disaster specialists and supplies, and numerous other roles. Additional information is published in FAA advisory circular 00-59, Integrating Helicopter and Tiltrotor Assets into Disaster Relief Planning.

39. AVIATION ORGANIZATIONS. State and local jurisdictions may gain additional valuable capabilities by pursuing agreements with aviation organizations, such as nonprofit charitable public benefit corporations or associations that have programs providing aviation resources and volunteers for medical transport and disaster relief. Members of such groups can be well organized, trained, and equipped, and can provide important resources to support SARDA. Capabilities include conducting surveillance and supply missions, establishing inter-airport communications, and transporting critical supplies and personnel in emergencies.

40. REGIONAL SUPPORT: The devastating effects of disasters can overwhelm State and local resources. Therefore it is wise to enter into interstate and/or regional mutual support agreements. Many States already participate in such arrangements and have found them to be advantageous to acquiring essential resources necessary to meet critical missions.

Flow of a Request for Civil Air Patrol (CAP) Mission Support in a Catastrophic Disaster Prior to Establishment of a Disaster Field Office (DF0)

FIGURE 2



Flow of a Request for CAP Mission Support in a Catastrophic Disaster After a Disaster Field Office is Established in the Disaster Area

FIGURE 3

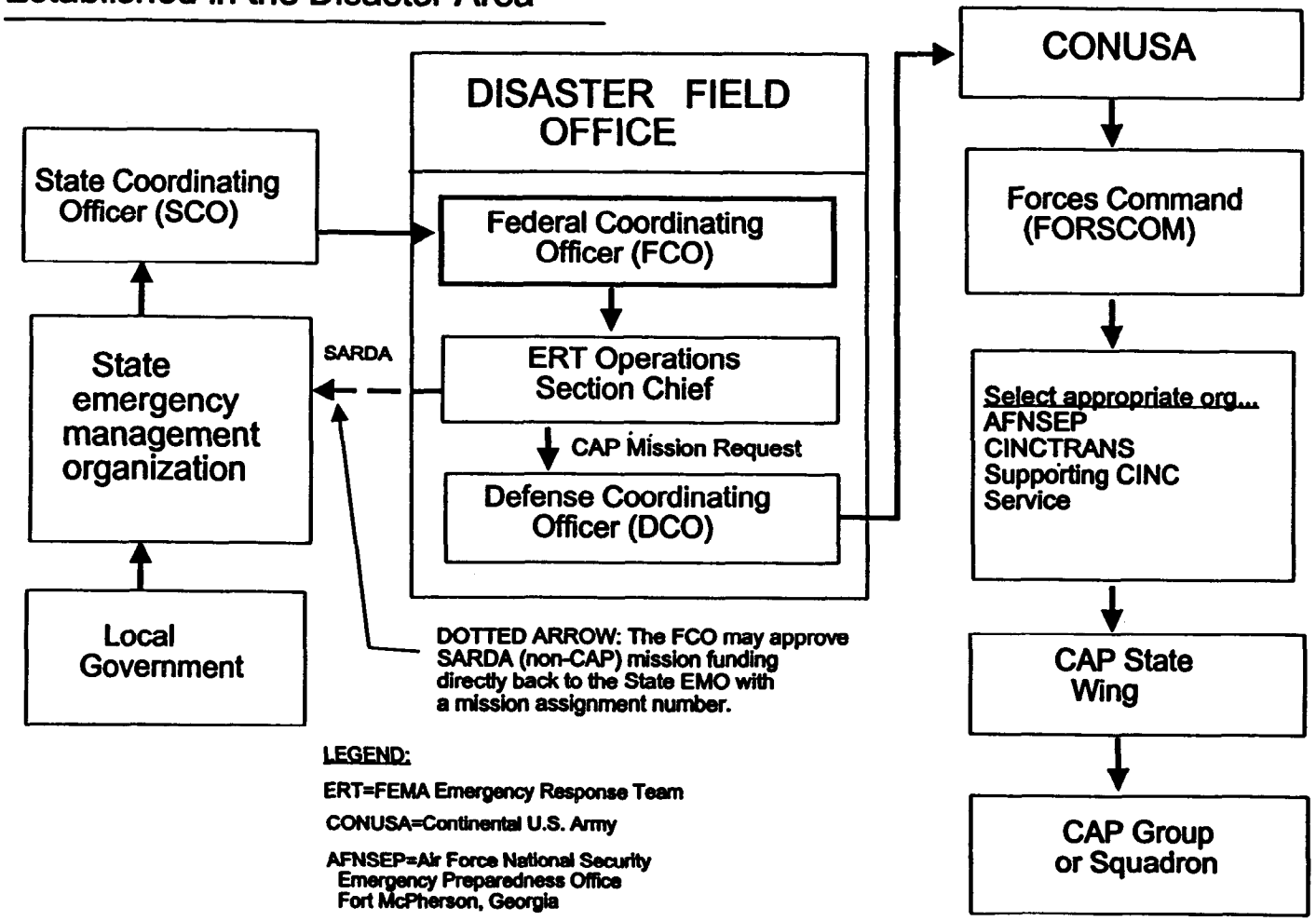
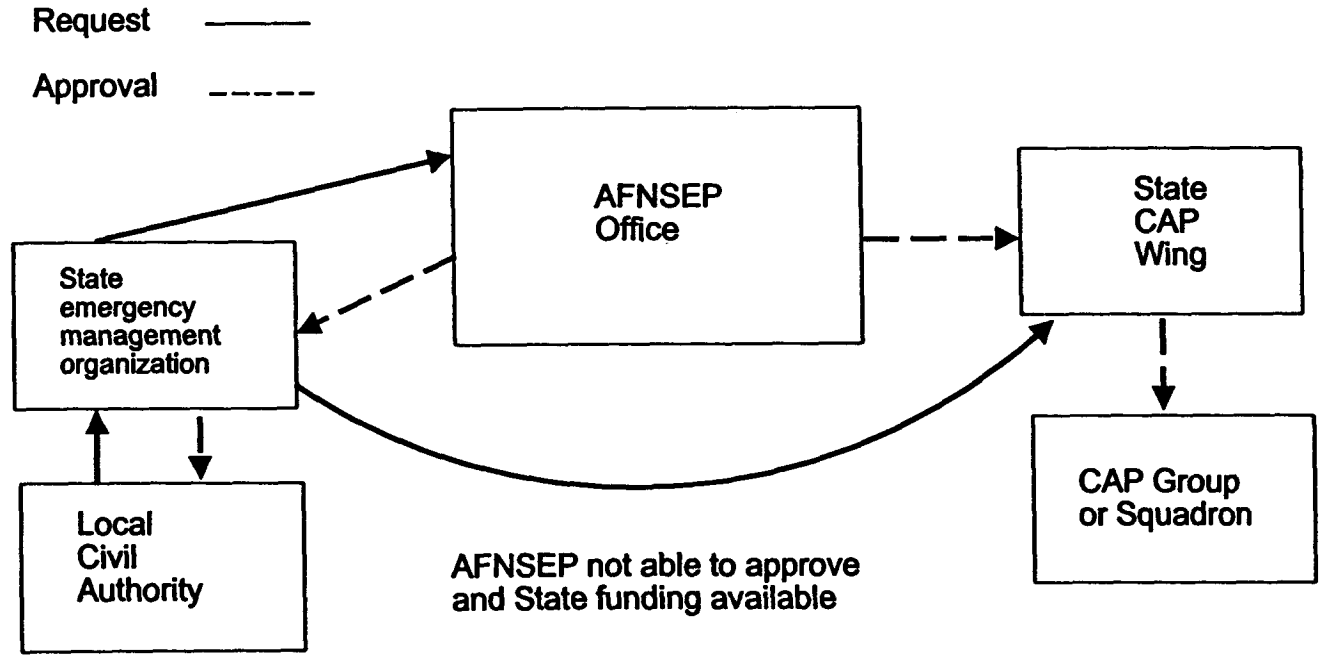


FIGURE 4

Flow of a Request for CAP Support In Imminently Serious Emergency



AFNSEP=Air Force National Security Emergency Preparedness Office, Fort McPherson, Georgia

CHAPTER 4. PLANNING CONSIDERATIONS

41. GENERAL PLANNING PRINCIPLES. In reviewing or developing SARDA plans, the following principles should be considered.

a. Factors that will limit aerial operations following a major disaster will include: number of aircraft available; available fuel and other supporting resources, including maintenance; and weather conditions. In the unlikely event of probable or actual air attack, the military will impose additional restrictions on civil flying.

b. Volcanic eruptions and subsequent volcanic ash fallout will have a significant impact upon aerial operations. Vital aircraft systems, including engines, are susceptible to damage as a result of ingesting volcanic ash. Careful consideration should be given before tasking aircraft to operate in airspace where a volcanic ash cloud is or may be present. Aerial reconnaissance or other airborne operations should not commence until volcanic ash has stopped falling.

c. Where State airlift plans recognize the need for subdividing the State into operating areas, it is appropriate that detailed operational plans or standard operating procedures (SOP) be developed for these areas. Planning should include operations at designated primary airports, secondary airports, and heliports.

42. DESIGNEES. State plans should provide for direction and control in an emergency situation at State and local levels. Each level should be capable of acting independently of higher authority in the event that communications are disrupted or unavailable. For this purpose, well-qualified civil aviation personnel should be designated by the State and a standby delegation of authority provided. Each airport or area group of airports should have a designee who will be responsible for the emergency management of local aviation resources, for direction of airlift for survival efforts, and for interface with the community or local transportation organization. In major communities, or combinations of communities, one designee may represent and supervise activities at a number of airports and heliports. The aviation personnel in each community will look to the designee for guidance and instructions on how to support emergency operations. The designee will provide guidance to obtain appropriate authorizations when it is necessary to operate general aviation aircraft in support of an emergency.

43. ADMINISTRATION WHEN ACTIVATED. Upon implementing a SARDA plan in an emergency, the State aeronautical agency is expected to function continuously throughout the emergency period.

Federal direction concerning general aviation matters, when required, will be provided to the States via the appropriate ARTCC or AFSS for air traffic matters and the assigned FSDO for other concerns.

44. POLICY CONSIDERATIONS. States differ substantially regarding not only their size, geography, and probable types of emergencies, but also their relationships between State and local municipalities, organizational interface, emergency management structure, and available aviation assets. No one SARDA plan could possibly provide guidance for every State, and it is imperative that States develop plans to incorporate their resources effectively for safe and efficient disaster response operations. Prior to developing the details of the plan, we recommend State planners review various policy considerations to include the following:

a. Leadership, or command and control, is obviously vital. Both the State Aviation Department and the Office of Emergency Management have essential expertise required for SARDA operations. Teamwork in the planning and execution phases are imperative. Therefore, States need to consider carefully who should be the SARDA Director and alternates. This could conceivably be the Emergency Services Coordinator, or an individual from the Aviation Department, or the Office of Emergency Management. Other possibilities include the National Guard, another State official, or in some cases the CAP Wing Commander.

b. Organization is also critical. The State leadership element must have effective command and control of resources during catastrophic emergencies that exceed the capabilities of local jurisdictions. Many States are organized similar to the FRP with numerous Emergency Support Functions. This organization needs to have interface with the SARDA Director and local municipalities that often utilize the ICS system for disaster response. Clear organizational lines of command and control need to be specified. Additionally, States need to consider their geopolitical organization. Some States may wish to organize disaster response operations by breaking the State down into geographic emergency response regions. Other States organize disaster response operations by city or county municipalities.

(1) The type of catastrophic disasters a State may encounter also influences the organizational structure. Some States are prone to predictable slowly developing emergencies like hurricanes and slowly rising flood waters. Still other States must plan for immediate no-notice catastrophic disasters like earthquakes and technological disasters. However, with the rise of terrorist attacks, we recommend all States plan and prepare for immediate no-notice catastrophic disasters. This affects organizational communications systems/procedures, recall procedures, and other organizational components.

(2) Another factor affecting organizational development is the extent of possible damage the State is likely to encounter. Some States have not had a widespread disaster in recent history and handle disasters locally. Other States may routinely need to mobilize all State resources or resources in selective geographic regions of the State. The extent of possible damage must be considered as emergency planners determine alerting and communications requirements, resources required, and probable aviation missions.

(3) Some States have organizational emergency response levels corresponding to the nature of the emergency. For example, a State may organize four response levels. 1) Minor to moderate emergencies are handled locally. 2) Emergencies that cause a moderate to severe impact on jurisdiction(s) can overwhelm local resources and require the selected response of certain State elements. 3) Catastrophic impacts upon a local jurisdiction or significant impacts upon multiple jurisdictions also overwhelm local resources and may require a State disaster declaration and partial activation of the State Emergency Operations Center (EOC). 4) Major multi-jurisdictional disasters require massive State and Federal assistance, full EOC activation, and activation of the FRP.

c. State planners should also consider anticipated aviation missions and examine from a policy perspective which missions the State would coordinate and which missions are best suited for local jurisdictions to coordinate. For example, the State may wish to designate primary airfields into which the Federal response would flow. This would entail coordination with the Movement Coordination Center (MCC), Federal Coordinating Officer, DoD, and large air carrier operators. The State may also designate smaller secondary airfields to distribute essential people, equipment, freight, etc. The National Guard may be able to assume responsibility for airlifting these critical people and supplies from primary airports to secondary airports and heliports. Other flight operations, such as security, pipe line patrol, radio relay, etc., may best be handled primarily by local municipalities. Many flight operations will need to be a coordinated State/local endeavor. These may include the transportation of patients, medical personnel, disaster specialists and specialized equipment; firefighting, damage assessment, search and rescue, and rapid human needs assessment.

d. State planners should also consider how they intend to integrate various aviation resources discussed in chapter 3. For example, who within the State needs to coordinate the expensive contracting of large air carrier charters to airlift essential cargo and supplies? How can the process be expedited to meet urgent time requirements? Who has authority to commit State funds to cover costly airlift operations? Similarly, what predesignated roles can the National Guard and/or CAP support?

What is the capability of commercial air ambulance services, and how can they be efficiently incorporated in a preplanning process? Many questions need to be addressed during the process of the SARDA plan development.

45. PLAN DEVELOPMENT. Emergency preparedness officials should consider the following as a SARDA plan is being developed.

a. The SARDA plan should be a part of, or an attachment to, the State Emergency Operations Plan and fully integrated with the State's emergency response system.

b. Authorities need to be clearly identified, and the plan should be in accordance with Gubernatorial authorities of the respective State. The plan should provide delegation of authority from the State to local level in order to provide disaster response operations when communications systems are degraded. Specified authorities should include a discussion of a line of succession identifying who has authority to activate the SARDA plan. Conceivably, this may be the Governor, the Emergency Management Director, and the pre-identified individual who becomes the SARDA Director upon activation of the State's plan.

c. The plan should discuss SARDA functional elements or roles pertinent to SARDA. Many municipalities utilize the ICS, which has a well established structure and organizational system. Jurisdictions that do not use the ICS need to develop an organizational structure that provides an effective and safe operational system to operate a substantial aviation response plan. The following positions may be useful in this structure. Individuals assigned would generally perform other duties when the State is not in an emergency condition, and no additional full-time personnel are anticipated. State personnel already have expertise in critical specialties to perform these functions.

(1) The SARDA Director/Deputy have overall responsibility for planning, directing, organizing, and controlling SARDA operations.

(2) Area or county coordinators are responsible to the SARDA Director and supervise SARDA activities within their task force area or jurisdiction. They maintain coordination with airports supporting response operations, arrange for space and facilities at airports, prepare and maintain information on aviation resources within their area, develop an area communications grid, participate in training and exercises, coordinate claims for resources, provide a daily report to the SARDA Director showing all SARDA missions flown, and arrange logistical support for aviation resources within their area.

(3) The safety officer develops an Aviation Safety Plan, develops safety briefings pertinent to the specific

disaster response, identifies hazardous situations and exercises "stop authority" to prevent unsafe acts, and monitors the ramps, parking, loading, and unloading areas.

(4) The administrative/logistics officers may be a joint or separate function. They identify service and support requirements, process requests for additional support, identify sources for logistical support, maintain logs and/or record of activities, and develop and complete required forms, reports, etc.

(5) The communications officer plans and develops the overall communications grid, which should be fully interfaced with the State's emergency communications system. The communications officer establishes communications networks at assigned locations, resolves communications shortfalls, and establishes and enforces proper radio procedures.

d. The SARDA plan should address airspace management. If the State is to be divided along geographic or political boundaries for disaster response operations such as depicted in figure 1, these jurisdictions need to be clearly identified. Additionally, States may wish to pre-identify primary and, secondary airfields for disaster response operations. TFR's are also critical and addressed in chapter 2.

e. Mission/flight standard operating procedures (SOP) should cover the following subjects.

(1) All pilots should file an FAA flight plan prior to all flights.

(2) Procedures should be in place to identify potentially hazardous situations associated with the operation, and pilots should be briefed prior to flight.

(3) Applicable safety plans should be available for all aircrew.

(4) State procedures regarding pre-flight mission assignment, operational communications during the flight, and post-flight reporting procedures should be identified.

f. Command, Control, and Communication procedures should describe the interface between State, local, and Federal emergency responders. Procedures should also address the process to alert aircrews, coordinate with area/county SARDA coordinators and/or the ICS Air Operations Organization, and to direct and control activities. The command and control system needs to be able to develop priorities, assign missions, allocate aircraft and resources, track mission results, provide appropriate

reporting for senior officials, and identify and resolve flight safety issues.

g. States are encouraged to examine the resources that may be available for an emergency response operation thoroughly. Records should be maintained regarding the availability of commercial operators, aviation organizations, airports, heliports, fixed-based operators (FBO), communication systems and backup equipment, and special purpose aircraft, such as aerial medical ambulances and heavy lift helicopters. States should have well-known procedures to estimate required resources for essential air services and have established procedures to submit requests for aviation resources. Procedures should provide a smooth transition from a localized emergency to a statewide response, and also provide for a transition for an activation of the FRP with the establishment of a Disaster Field Office. State SARDA plans should include the following:

(1) Administration.

(a) Publish necessary documents to activate subordinate elements.

(b) Provide for registration or reporting for duty of personnel who are to perform aviation services.

(c) Specify duties and responsibilities to those assigned positions at State and local levels.

(d) Provide the following to all SARDA airports within the State:

(i) A list of the State SARDA aircraft and pilots.

(ii) Suitable charts and directories for SARDA operations.

(iii) Data covering operation of aircraft under Security Control of Air Traffic and Air Navigation Aids (SCATANA).

(e) Arrange or coordinate availability of a statewide communications network for SARDA operations.

(f) Establish procedures for obtaining estimates of surviving aviation resources within the State following an emergency and disseminating this information to officials needing it.

(2) Control.

(a) Establish methods of securing and controlling the operations of SARDA aircraft within the State during emergencies.

(b) Establish criteria and guidance for the operation of SARDA airports.

(c) Plan priorities and allocations for the use of aviation services to meet the requirements of an emergency situation. Recognize that if the FRP is activated, then use of Federal aviation assets needs to be requested through the FCO.

(3) Coordination.

(a) Provide appropriate liaison to assist, advise, plan, develop agreements, and write standard operating procedures to be used by aircraft operators with the:

(i) Senior planner, State aviation office, or emergency management organization.

(ii) Director, State aviation office, or emergency management organization.

(iii) State aviation agency in adjoining States.

(iv) FAA Regional Emergency Operations Staff Offices, FSDO's, and AFSS's.

(v) Military.

(vi) State, area, and local emergency operations centers.

(vii) The FRP Transportation (ESF #1) Leader in each DOT region, the Regional Emergency Transportation Coordinator (RETCO).

(b) Prepare to assist the Director, State aviation office, or emergency management organization, in:

(i) Carrying out operational missions.

(ii) Furnishing support as available for the operation.

(iii) Making financial arrangements for support of flight missions.

(4) Authority.

(a) Provide for delegation of authority from State to local levels to perform operational missions.

(b) Provide appropriate authority to designated personnel to enable enforcement of security measures and other actions to implement the SARDA plan.

(5) Training.

(a) Provide for directing periodic exercises in conjunction with civil preparedness and/or military exercises.

(b) Arrange for the training of aviation personnel in SARDA procedures and performing civil preparedness support missions.

(6) Resources.

(a) Compile and maintain records of all aviation resources within the State, indicating the availability on a voluntary basis for participation and use during an emergency, including the following:

(i) Repair facilities.

(ii) Airports and heliports.

(iii) Fixed-based operators.

(iv) Resources for aircraft and crews.

(v) Other aeronautical facilities.

(vi) Backup communications equipment.

(b) Establish procedures for estimating the resources required to maintain essential aviation services in support of an emergency.

(c) Establish procedures for submitting resource requests to proper authorities.

(d) Prepare and maintain a listing of special purpose aircraft to perform the following:

(i) Aerial reconnaissance (type of camera and resolutions, geopositioning equipment).

(ii) Damage assessment.

(iii) Air search and rescue.

(iv) Aerial medical ambulance.

(v) Courier service.

(vi) Personnel carrier.

(vii) Aerial radiological monitoring.

(viii) Survival and recovery.

(7) Evacuation planning. Hurricanes, floods, and other major disasters have resulted in millions of dollars in destroyed aviation resources. Aircraft owners are faced with the dilemma of securing their homes and providing for the safety of their families. Often their aircraft are left to the ravages of the disaster. States may wish to develop voluntary guidelines for the dispersal of general aviation assets to preclude unnecessary losses.

h. States should have or develop the necessary reporting system(s) to accomplish the following tasks.

(1) Disseminate threat information, i.e., hurricane advisories, readiness conditions and capabilities, to State and local jurisdictions.

(2) Provide prompt damage reporting and analysis.

(3) Maintain logs of requests for authorization to enter TFR's and approvals/denials.

(4) Record resources activated.

(5) Maintain records for financial reimbursement mechanisms for FEMA, CAP, commercial operators, etc.

(6) Record release and deactivation of SARDA resources.

i. The State should provide the following information to area SARDA coordinators.

(1) Information regarding the Governor's authority to include statutes, executive orders, proclamations, and regulations.

(2) Pertinent memorandums of agreement.

(3) The State SARDA plan.

(4) Assignments of responsibilities at State and local levels.

(5) Checklists and SOP's.

(6) Rosters and telephone numbers of key officials and liaisons.

(7) Communication procedures.

(8) Procedures for reporting available resources.

(9) Summaries of daily/weekly activity to include passenger airlift, evacuee airlift, damage surveys, search and rescue, courier service, radiological monitoring, etc.

(10) State organizational charts.

(11) SCATANA information.

(12) AC 00-7D, State and Regional Disaster Airlift Planning.

(13) All forms required to include mission authorization, mission logs, list of primary and secondary airfields, damage assessment reports, passenger and cargo manifests, summary report of available resources, summary of fuel and servicing/maintenance facilities, and mission expense records.

46. PUBLIC AIRCRAFT DEFINITION. "Public aircraft"

a. means an aircraft--

(1) used only for the United States Government;

(2) owned by the United States Government and operated by any person for purposes related to crew training, equipment development, or demonstration; or

(3) owned and operated (except for commercial purposes) or exclusively leased for at least 90 continuous days by a government (except the United States Government), including a State, the District of Columbia, or a territory or possession of the United States, or political subdivision of that government; but

b. does not include a government-owned aircraft--

(1) transporting property for commercial purposes; or

(2) transporting passengers other than --

(a) transporting (for other than commercial purposes) crewmembers or persons aboard the aircraft whose presence is required to perform, or is associated with the

performance of, a governmental function, such as firefighting, search and rescue, law enforcement, aeronautical research, or biological or geological resource management; or

(b) transporting (for other than commercial purposes) persons aboard the aircraft if the aircraft is operated by the Armed Forces or an intelligence agency of the United States.

c. An aircraft described in the preceding sentence shall, notwithstanding any limitation relating to use of the aircraft for commercial purposes, be considered to be a public aircraft for the purposes of this part without regard to whether the aircraft is operated by a unit of government on behalf of another unit of government, pursuant to a cost reimbursement agreement between such units of government, if the unit of government on whose behalf the operation is conducted certifies to the Administrator of the Federal Aviation Administration that the operation was necessary to respond to a significant and imminent threat to life or property (including natural resources) and that no service by a private operator was reasonably available to meet the threat.

d. Key points.

(1) The FAA has consistently taken the position that the term "for commercial purposes" means "for compensation or hire." The test historically applied to determine whether an operation is for "compensation or hire" is whether the operator receives direct or indirect payment for the operation. It is not necessary that a flight be conducted for profit to constitute an operation for "compensation or hire." The term may be applicable even where there is no intent or ability to make a profit from the flight. Accordingly, operations conducted pursuant to cost-reimbursement arrangements between units of government are considered to be "for commercial purposes."

(2) The term "such as" when used in the clause "governmental function such as firefighting, search and rescue, law enforcement, aeronautical research..." indicates that the listed functions are not exhaustive and that the exception may apply to other governmental functions as well. The unifying characteristic shared by the governmental functions listed in the statute is that they each involve the carriage of persons as part of a mission for which the use of an aircraft is necessary. Additionally, flights conducted for administrative purposes (e.g., carrying passengers to a meeting) do not fall within the definition of governmental function as used in the statute.

(3) Generally the singular characteristic of a "unit of government" is its common treasury. Reimbursement for flight

operations between two elements of the same unit of government would not be considered an operation for "compensation or hire." However, the receipt of reimbursement for a flight operation from an element of a separate unit of government would constitute an operation "for commercial purposes." Such an operation would be considered a civil aircraft operation, except when the government unit, which receives the benefit of the operation, certifies to the FAA Administrator that there is a significant and immediate threat to life or property and that no private operator is reasonably available.

(4) The term "significant and imminent threat" refers to a situation where the public agency responsible for responding to a threat has determined that serious injury or death, or significant property damage (including natural resources) is present. The agency must also determine that the use of an aircraft is necessary to respond to the threat.

(5) The term "no service by a private operator was reasonably available" means that the public agency responsible for responding to a threat has reasonably determined that, at the time of the response, no private operator was available and capable of responding to the threat in a timely manner.

(6) The FAA Administrator may grant an exemption to a unit of government from any requirement of Part A of Subtitle VII of Title 49, United States Code that would otherwise be applicable to current or future aircraft of such unit of government as a result of the definition of "public aircraft" only if:

(a) The Administrator finds that granting the exemption is necessary to prevent an undue economic burden on the unit of government and

(b) the Administrator certifies that the aviation safety program of the unit of government is effective and appropriate to ensure safe operations of the type of aircraft operated by the unit of government.

e. Additional information is available in FAA Advisory Circular 00-1.1, "Government Aircraft Operations," and 49 U.S.C. 40102(a)(37).

47. MOVEMENT COORDINATION CENTER (MCC). The Department of Transportation, in coordination with DoD, FEMA, General Services Administration (GSA), and the U.S. Forest Service (USFS), developed a concept called the Movement Coordination Center (MCC). The MCC is designed to be the central location for the collection of transportation information on all mission assignments issued at the headquarters level. During catastrophic disasters the MCC convenes in FEMA headquarters. The MCC coordinates with the respective ESF's to monitor the

movement of those resources to the disaster site based on the priority assigned to them by the EST Director. The MCC will also distribute the en route and arrival transportation information to the ROC, DFO, the EST ESF's, and others. It can obtain transportation resources when an ESF has difficulty locating transportation resources, and resolve transportation congestion issues arising from over saturation problems en route to and in the area of the disaster site. As a DFO is established, the MCC role will transition from FEMA headquarters to the DFO or regional area. ESF #1 then assumes the MCC role as part of its responsibilities. If airlift resources are required, the MCC can also initiate the processes to obtain both military and/or civilian resources.

a. In the event of air congestion issues, the MCC will work with the David J. Hurley Air Traffic Control System Command Center (ATCSCC) and DoD to alleviate the problems.

b. If the need arises for additional coordination, the Air Traffic Service Cell (ATSC) may be activated. The ATSC is a joint FAA/DoD cell that supports the David J. Hurley ATCSCC when additional coordination is necessary with civil and/or military departments and agencies. The MCC arranges for airlift in concert with stated priorities and the David J. Hurley Air Traffic Control System Command Center enhances the coordinated response of the airlift relief effort through the air traffic system.

48. SECURITY CONTROL OF AIR TRAFFIC AND AIR NAVIGATION AIDS (SCATANA)/WARTIME AIR TRAFFIC PRIORITY LIST (WATPL).

a. If SCATANA is implemented, States may request the appropriate FAA region to negotiate with the appropriate NORAD Region Commander to obtain exceptions to the SCATANA priorities for SARDA missions. Authority for exceptions rests solely with the NORAD Region Commander. Due to military considerations, exceptions may not be granted in certain areas. SCATANA, when implemented by the NORAD Region Commander, will establish responsibilities, procedures, and general instructions for the security control of civil and military air traffic and will provide for the most effective use of airspace in the affected area, when there is a serious threat to national security. Additionally, air navigation aids will be controlled appropriate to the extent of the emergency condition.

b. When SCATANA is implemented, a system of traffic priorities is required to make sure that optimum use is made of airspace, consistent with air defense requirements. The Wartime Air Traffic Priority List (WATPL) will be the prime means of controlling the volume of air traffic. The Security Control Authorization (SCA) will be used as a supplement to the WATPL.

When WATPL is in effect, it applies to all aircraft. Priorities range from one through eight. The originator of an aircraft movement request will be responsible for determining and verifying the appropriate priority. The individual filing the flight plan will be responsible for including the priority number as determined by the originator of the request. These priorities should not be confused with civil priorities assigned to civil air carrier aircraft under the War Air Service Program (WASP) priorities system or with any transportation priorities which may be assigned to general aviation aircraft performing SARDA operations. WASP and SARDA priorities are designed to provide for controlled use of civil aircraft capability and capacity, and they have secondary significance when the WATPL is in effect for the movement of aircraft. Flight operations in accordance with approved Federal and State emergency plans (e.g., WASP, SARDA) have a Priority 6. Note: CAP may have higher WATPL priority levels on certain Air Force-sponsored search and rescue missions.

49. EXERCISES. States are encouraged to make provisions for periodic exercising of SARDA plans in conjunction with emergency response exercises. Participation of SARDA volunteers should be encouraged to the extent possible, and exercises should include all phases of resource management.

50. RESERVED.

CHAPTER 5. ORGANIZING VOLUNTEERS

51. GENERAL CONSIDERATIONS. In addition to incorporating aviation assets from organizations/corporations, State emergency response planners may elect to solicit volunteer airmen and aircraft in order to supplement their emergency response capability. This may add substantially to the list of pilots available for State or local missions. However, the State should weigh the time and investment necessary to organize, train, and certify volunteer airmen. Resources within organizational entities have an established command and control system with trained and equipped personnel that can readily accept appropriate missions. However, if the State chooses to solicit unaffiliated volunteer airmen, then the State needs to provide the organizational structure, command and control system, training, and certification for the effective inclusion of volunteers into State plans. The FAA takes no position regarding whether this approach is worthwhile to the State. FAA merely advises States to consider the benefits and liabilities. Some States have actively recruited volunteer airmen while other States take the position that the effort involved in recruiting, training, organizing, certifying, exercising, and directing volunteer unaffiliated airmen is greater than the benefit derived from gained assets.

52. VOLUNTEER AIRMEN AND AIRCRAFT. It is expected that in time of emergency, qualified airmen will volunteer their services and owners will volunteer their aircraft to fulfill essential missions. States should consider maintaining a current list of all airmen and aircraft available (together with their basic qualifications), whether or not voluntary cooperation has been arranged.

a. If volunteers are needed, the designated SARDA coordinator at each SARDA airport should have a listing of aircraft and pilots who may volunteer to assist in State operations. Requests for missions may also be initiated by ESF #1 at the DFO if the FRP is in effect. Mission requests are normally initiated by a State aviation office or emergency management organization through the State Operations Center or SARDA Director to SARDA area coordinators at primary airports. The SARDA area coordinators will then distribute the requests to designated SARDA coordinators at SARDA airports. The designated SARDA coordinators then assign appropriate aircraft and owners/operators to complete the missions in the most effective, quickest, and most economical manner. Not all pilots and aircraft will be involved; only those designated as SARDA aircraft and pilots, and only the number required to complete the missions will be used.

b. It is possible that the cost to the unaffiliated volunteer pilot and/or aircraft owner for emergency missions may not be reimbursable.

c. SARDA pilots should familiarize themselves with their SARDA plan, which should be made available to all aircraft owners within the State who have volunteered their services for SARDA operations. Volunteer SARDA pilots should also become well versed in State SARDA SOP's and provide time as requested by the State for training and exercises.

53. INSURANCE AND POSSIBLE LIABILITIES. If States desire to use volunteer airmen not affiliated with any in-place organization, State planners and prospective pilots should be aware of insurance and liability issues.

a. Some aviation insurance policies do not provide coverage for certain activities. If the emergency response operation could be construed as a "substantial change to risk or exposure," due to a possible non-standard operating environment, the pilot's and/or aircraft owner's insurance policy may not be valid.

b. Another problem occurs as a result of insufficient liability insurance on the part of the pilot/owner. Whereas a million dollars of liability insurance may be adequate when flying with family and friends, it may be totally inadequate for the pilot/aircraft owner to transport passengers on a State-approved mission.

c. Some States have examined the feasibility of having passengers complete "hold harmless agreements" prior to flight in order to minimize the risk to the State and operator. Another possibility is to have an "umbrella" insurance policy to cover State missions. States, pilots, and aircraft owners are encouraged to examine all possible insurance issues thoroughly with legal counsel and insurance company representatives.

54. - 60. RESERVED.

CHAPTER 6. ISSUANCE OF PLANS

61. FAA CLEARANCE. Proposed SARDA plans should be coordinated with the FAA through the appropriate Regional Operations Staff office, which will also coordinate with appropriate FSDO and AFSS facilities. A list is provided in appendix 1.

62. NORAD CLEARANCE. Proposed SARDA plans should be forwarded to NORAD Headquarters, Battle Staff, NBC Branch (J3OBN), Suite 101-129, 1 NORAD Road, Cheyenne Mountain AFB, CO 80914-6091, for coordination.

63. PLAN DISTRIBUTION. It is requested that a copy of approved SARDA plans be forwarded to:

a. FAA ADA-20 (Three copies)
800 Independence Ave., SW.
Washington, DC 20591

b. DOT/FAA Regional Operations Center
c/o FAA regional office as listed in
Appendix 1

c. HQ CAP/USAF/XO
105 South Hansell Street
Maxwell AFB, AL 36112-6332

d. HQ CAP/DO
105 South Hansell Street
Maxwell AFB, AL 36112-6332

e. NORAD Headquarters
Battle Damage Assessment Branch, NBC Branch J3OB
250 S. Peterson Blvd., Suite 116
Peterson AFB, CO 80914-3260

NORAD will distribute SARDA plans to appropriate Sector Operations Control Center (SOCC)

f. The Regional Emergency Transportation Coordinator (RETCO) in the applicable region

g. The cognizant regional FSDO as listed in appendix 2.

h. The cognizant regional ARTCC and AFSS. The AFSS list is in appendix 3.

i. The FAA Regional Operations Center in the applicable region as listed in appendix 1.

j. The appropriate FEMA Regional Director as listed in appendix 4.

k. Federal Emergency Management Agency, Response and Recovery Directorate, Operations Division (FCP 606), ATTN: CAP Coordinator, 500 C. St., SW. Washington, DC 20472.

64. - 69. RESERVED.